

JOINT COMMITTEE ON TAXATION
July 29, 1996
JCX-44-96

**COMPARISON OF THE ESTIMATED BUDGET EFFECTS OF THE REVENUE PROVISIONS OF H.R. 3448,
THE "SMALL BUSINESS JOB PROTECTION ACT OF 1996,"
AS PASSED BY THE HOUSE AND SENATE**

Fiscal Years 1996-2006
[Millions of Dollars]

Provision	Effective	House Bill														Senate Amendment																											
		1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	1996-00	1996-02	1996-06	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	1996-00	1996-02	1996-06														
10. Increase section 4975 excise tax on prohibited transactions from 5% to 10%.....	ptoia DOE	---	2	4	4	4	4	4	4	4	4	4	14	22	38	---	2	4	4	4	4	4	4	4	4	4	4	14	22	38													
11. Treatment of leased employees.....	yba 12/31/96	-----	- Negligible Revenue Effect -														- Negligible Revenue Effect -																										
12. Uniform penalty provision to apply to certain pension reporting requirements.....	1/1/97	-----	- No Revenue Effect -														- No Revenue Effect -																										
13. Clarify that SECA does not apply to certain parsonage allowance income.....	ybba/a 12/31/94	-----	- Negligible Revenue Effect -														- Negligible Revenue Effect -																										
14. Date of adoption of plan amendments.....	DOE	-----	- No Revenue Effect -														- No Revenue Effect -																										
15. Require section 457 plan assets to be held in trust; (S) transition rule for existing plans.....	DOE	-----	- No Revenue Effect -														- No Revenue Effect -																										
16. Multiple salary reduction agreements permitted under section 403(b).....	DOE	---	-7	-21	-24	-25	-25	-26	-27	-28	-29	-30	-77	-128	-242	---	-7	-21	-24	-25	-25	-26	-27	-28	-29	-30	-77	-128	-242														
tyba 12/31/95	-----	- Negligible Revenue Effect -														- Negligible Revenue Effect -																											
SUBTOTAL: Identical Provisions.....		---	-15	-54	-110	-238	-250	-264	-276	-291	-306	-319	-418	-933	-2,131	---	-15	-54	-107	-231	-243	-257	-269	-283	-298	-311	-408	-909	-2,076														
II. SIMILAR PROVISIONS																																											
Small Business and Other Tax Provisions																																											
A. Small Business Provisions																																											
1. Increase in expensing limitation for small businesses to (H) \$18,500 for 1996, \$19,000 for 1997, \$20,000 for 1998, \$21,000 for 1999, \$22,000 for 2000, \$23,000 for 2001, \$23,500 for 2002, \$25,000 for 2003 and thereafter; (S) \$18,000 for 1997, \$18,500 for 1998, \$19,000 for 1999, \$20,000 for 2000, \$24,000 for 2001, \$24,000 for 2002, \$25,000 for 2003 and thereafter.....	tyba 12/31/95 = H tyba 12/31/96 = S	-63	-377	-337	-479	-581	-590	-547	-625	-607	-393	-252	-1,837	-2,974	-4,851	---	-67	-180	-261	-331	-763	-938	-786	-646	-439	-265	-839	-2,540	-4,676														
2. Treatment of certain dues paid to agricultural or horticultural organizations.....	tyba 12/31/94 = H tyba 12/31/86 = S	-----	- Negligible Revenue Effect -														- Negligible Revenue Effect -																										
Pension Simplification Provisions																																											
A. Simplified Distribution Rules																																											
1. Repeal of 5-year income averaging for lump-sum distributions.....	tyba 12/31/98 = H tyba 12/31/99 = S	---	67	63	94	65	56	32	17	---	---	---	289	377	394	---	74	77	108	78	70	44	17	15	---	---	337	451	483														
B. Increased Access to Retirement Savings Plans - 1. Establish SIMPLE pension plan.....	yba 12/31/96	---	-53	-81	-84	-87	-90	-93	-97	-100	-104	-108	-305	-488	-897	---	-50	-76	-79	-81	-84	-87	-91	-94	-97	-101	-286	-457	-840														

Provision	Effective	House Bill															Senate Amendment															
		1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	1996-00	1996-02	1996-06	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	1996-00	1996-02	1996-06			
C. Nondiscrimination Provisions																																
1. Simplified definition of highly compensated employees [S] delete top 20% rules [10]	yba 12/31/96	---	[14]	[14]	-	-	-	-	-	-	-	-	-	-	-	[4]	[4]	[4]	-	-	[14]	[14]	-	-	-	-	-	-	[4]	[4]	[4]	
D. Miscellaneous Provisions																																
1. Treatment of Indian tribal governments under section 403(b); [S] allow 403(b) plans for Indian tribes prospectively	pybb 1/1/96 = H cpbba 12/31/96 = S	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-		
2. Repeal of combined plan limit	lyba 12/31/98 = H lyba 12/31/99 = S	---	---	---	-70	-189	-195	-201	-207	-213	-219	-226	-259	-655	-1,520	---	---	---	---	-72	-195	-201	-207	-213	-219	-226	-72	-468	-1,333			
3. 3-year waiver of excess distribution tax.	1/1/96 = H 1/1/97 = S	---	49	43	3	---	---	---	---	---	---	---	95	95	95	---	42	44	47	32	---	---	---	---	---	---	165	165	165			
Extension of Certain Expiring Provisions																																
1. Extend the work opportunity tax credit, with modifications [H] through 6/30/97; [S] through 9/30/97 [15]	7/1/96 = H 10/1/96 = S	-33	-90	-91	-48	-19	-6	-1	---	---	---	---	-281	-288	-288	---	-117	-143	-83	-33	-12	-2	---	---	---	---	-376	-390	-390			
2. Employer-provided educational assistance; [H] applies to undergraduate education only after 1995; sunset after [H] 12/31/96; [S] 12/31/97	1/1/95	-136	-608	---	---	---	---	---	---	---	---	---	-744	-744	-744	-136	-1,001	-307	---	---	---	---	---	---	---	-1,444	-1,444	-1,444				
Revenue Offsets																																
1. Possessions tax credit: Wage credit companies - 6 years of present law, [H] followed by 4-year phaseout with modified base period; [S] thereafter subject to income cap and, after 10 years, wage credit percentage lowered to 40%; Income companies - 2 years of present law followed by [H] 8-year phaseout with modified base period; [S] 8 years subject to income cap; QPSII - [H] repealed 1/1/96; [S] repealed later of taxable years beginning after 12/31/95 or earnings after 6/30/96	tyba 12/31/95	255	605	552	596	498	516	746	1,116	1,390	1,681	2,700	2,506	3,768	10,655	190	595	540	530	475	500	685	1,075	1,295	1,555	2,175	2,330	3,515	9,615			
2. Repeal 50% interest income exclusion for financial institution loans to ESOPs	lma 10/13/95 = H lma DOE = S	12	68	108	148	186	223	260	295	330	364	329	521	1,004	2,322	10	64	105	144	182	220	256	292	327	360	327	505	981	2,287			
3. [H] Modify exclusion of damages received on account of personal injury or sickness; [S] provide that punitive damages are not excludable from income	ara 6/30/96	5	50	55	59	61	64	68	71	74	77	80	230	362	664	---	5	7	7	7	8	8	8	8	8	8	26	42	74			

Provision	Effective	House Bill												Senate Amendment																
		1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	1996-00	1996-02	1996-06	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	1996-00	1996-02	1996-06	
IV. ADDITIONAL PROVISIONS IN SENATE AMENDMENT																														
Small Business and Other Tax Provisions																														
A. Small Business Provisions																														
1. Provide 15-year depreciation for gas station/convenience stores.....	ppiso/a/b DOE												No Provision				-7	-24	-37	-45	-50	-53	-53	-55	-61	-42	-25	-163	-269	-452
2. Change related-party and maximum size requirements for first-time farmer industrial development bonds.....	b1a DOE												No Provision				---	-1	-6	-12	-17	-21	-26	-30	-34	-37	-40	-36	-83	-224
3. Clarify that newspaper carriers and distributors are independent contractors.....	spa 12/31/95												No Provision																	
4. Provide involuntary conversion treatment for Presidential declared disaster areas.....	DDA 12/31/94												No Provision				-6	-14	-10	-10	-10	-10	-10	-10	-10	-10	-10	-50	-70	-110
5. Leasehold Improvements provision.....	lida 6/12/96												No Provision				-12	-22	-19	-16	-13	-11	-7	-4	-2	1	4	-82	-100	-101
6. 100% meals deduction for Alaska seafood processors.....	tyba 12/31/96												No Provision				---	-1	-2	-2	-2	-2	-2	-2	-2	-2	-7	-11	-19	
7. Modification of excise tax on hard cider.....	1/1/97												No Provision				---	[4]	-1	-1	-1	-1	-1	-1	-1	-1	-1	-2	-4	-6
8. Worker classification:																	---	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[3]	[3]	[3]	
a. Clarification of Section 530 safe harbor.....	spa 12/31/96												No Provision				---	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[3]	[3]	[3]
b. Provide that if the taxpayer reclassifies independent contractors as employees, this change does not alter the application of the safe harbor for prior periods.....	pa 12/31/96												No Provision				---	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[3]	[3]	[3]
c. Clarify "substantially similar position".....	pa 12/31/96												No Provision				---	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[3]	[3]	[3]
B. Provisions Relating to S Corporations													No Provision																	
1. Treat financial institutions that do not use the reserve method as eligible corporations.....	tyba 12/31/96												No Provision				---	-1	-3	-5	-6	-8	-10	-12	-14	-15	-16	-15	-33	-90
2. Permit tax-exempt to be subchapter S shareholders with UBTI inclusion and ESOP benefit restriction.....	tyba 12/31/97												No Provision				---	--	-3	-9	-11	-13	-15	-17	-19	-21	-23	-23	-51	-131
Pension Simplification Provisions																														
B. Increased Access to Retirement Savings Plans -																														
1. Increase availability of spousal IRAs.....	yba 12/31/96												No Provision				---	-57	-168	-184	-195	-206	-219	-233	-248	-264	-281	-604	-1,029	-2,055

Provision	Effective	House Bill												Senate Amendment																
		1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	1996-00	1996-02	1996-06	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	1996-00	1996-02	1996-06	
5. Suspend excise tax on motorboat diesel through 12/31/97.....	DOE + 7 days	-4	-34	-9	-	-	-	-	-	-	-	-	-	-47	-47	-47
6. Extend publicly-traded partnership grandfather through 12/31/99.....	tyba 12/31/97	---	---	-7	-23	-17	---	---	---	---	---	---	---	-47	-47	-47
Revenue Offsets																														
1. Provide for flow through treatment for Financial Asset Securitization Investment Trusts (FASITs).....	DOE	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	---	85	45	7	-3	-8	-13	-18	-24	-30	-37	134	113	4
2. Phase out and extend luxury automobile excise tax through 12/31/02.....	so/a DOE + 7 days	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	-4	-56	-105	-132	124	183	140	32	---	---	---	-173	150	182
3. Modify two county tax-exempt bond rule for local furnishers of electricity or gas; prohibit new local furnishers (with current service areas grandfathered).....	DOE	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	---	[22]	5	1	-1	3	4	8	16	22	24	5	12	82
4. Eliminate interest allocation exception for certain nonfinancial corporations.....	tyba 12/31/95	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	35	99	107	123	141	163	187	201	215	228	242	505	855	1,741
5. Reinstate Airport and Airway Trust Fund excise taxes through 4/15/97, with exemption for fixed-wing emergency medical aircraft, and mining, oil, and gas industry helicopters for flights not using FAA services.....	tp7data DOE	28	2,871	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	2,899	2,899	2,898
6. Tax-free treatment of contributions in aid of construction for water utilities; change depreciation for water utilities.....	[23]	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	---	-21	-9	-3	11	24	35	45	55	64	73	-22	37	274
7. Revision of expatriation tax rules, including estate tax provision with no treaty override.....	2/6/95	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	23	49	79	117	162	205	234	261	287	308	326	430	869	2,051
Other Provisions																														
A. Miscellaneous Provisions																														
1. Exempt from diesel dyeing requirement any States exempt from Clean Air Act dyeing requirement.....	fcqa DOE	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	---	[4]	-1	-1	-1	-1	-1	-1	-1	-1	-1	-2	-3	-6
2. Application of common paymaster rules to certain agency accounts at State universities [18].....	rpa 12/31/96	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	---	[24]	[24]	[24]	[24]	[24]	[24]	[24]	[24]	[24]	[24]	[24]	[24]	[24]
3. Exempt imported recycled halons from ozone-depleting chemicals tax.....	cia 12/31/96	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	---	-1	-1	-1	-1	-1	-1	-1	-1	-1	-1	-4	-6	-10

Provision	Effective	House Bill													Senate Amendment															
		1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	1996-00	1996-02	1996-06	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	1996-00	1996-02	1996-06	
4. Authorize tax-exempt bonds for purchase of Alaska Power Authority.....	b1a DOE	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	---	-1	-1	-1	-1	-1	-1	-1	-1	-1	-1	-1	-4	-7	-10
5. Allow for tax-free conversion of common trust funds to mutual funds.....	ta 12/31/95	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	-4	-9	-8	-8	-8	-8	-8	-9	-9	-9	-9	-9	-37	-53	-89
6. Clarify that State prepaid tuition plans are tax-exempt entities; clarify OID rules.....	tyba 12/31/95	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
7. Suspend excise tax on ozone depleting chemicals used in metered dose inhalers.....	DOE + 7 days	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	-30	-30	-30	
8. Allow certain teaching hospitals to provide tax-free housing to medical faculty.....	tyba 12/31/95	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
B. Additional Revenue Offsets		.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1. Modify basis adjustment rules under section 1033.....	ica DOE	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2. Repeal exemption for withholding on gambling winnings from bingo and keno where proceeds exceed \$5,000.....	DOE + 30 days	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	12	6	6	6	7	7	7	7	8	8	31	45	75
3. Treatment of certain insurance on retired lives.....	tyba 12/31/95	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	1	-2	5	2	[4]	10	-5	2	-3	6	8	12
4. Permit scholarship funding corporation to convert to taxable corporation.....	1/1/97	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3	6	8	10	10	9	7	6	5	4	27	46	68
5. Apply math error rules for dependency exemptions and filing status when correct taxpayer identification numbers are not provided.....	rd 30 da DOE	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	133	272	262	249	242	234	226	217	209	201	916	1,392	2,245
SUBTOTAL: Additional Provisions in Senate Amendment.....		—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	40	1,551	-758	-395	-1	235	354	321	284	331	352	434	1,023	2,311
TOTAL REVENUE EFFECT.....		88	-211	308	144	-271	-240	33	327	619	1,136	2,241	56	-154	4,163		117	1,076	-750	-89	25	-264	-138	360	693	1,201	1,959	376	-27	4,180
Joint Committee on Taxation																														

NOTE: Details may not add to totals due to rounding.

Enactment date is assumed to be August 1, 1996.

Legend: (H) = House bill
(S) = Senate amendment

{Legend and Footnotes for JCX-44-96 appear on the following page}

Legend and Footnotes for JCX-44-96:

Legend for "Effective" column: afri = after final regulations issued

ara = amounts received after

asda = annuity starting date after

bia = bonds issued after

cia = chemicals imported after

cpbo/a = contracts purchased before, on, or after

dda = decedents dying after

DDA = disasters declared after

dv/a = deferrals on or after

DOE = date of enactment

fcqa = first calendar quarter after

gira = gross income received in taxable years beginning after

ica = involuntary conversions after

lida = leasehold improvements disposed of after

lma = loans made after

lyba = limitation years beginning after

pa = periods after

pama = plan amendments made after

ppisa = property placed in service after

ppiso/a/b = property placed in service on, after, or before

ptoa = prohibited transactions occurring after

pyba = plan years beginning after

rd 30 da = returns due 30 days after

rpa = remuneration paid after

so/a = sales on or after

spa = services performed after

ta = transfers after

tyba = taxable years beginning after

tp7data DOE = tickets purchased 7 days after date of enactment for travel 7 days after date of enactment

yba = years beginning after

ybba/a = years beginning before, on, or after

vpa = vehicles purchased after

90 da DOE = 90 days after date of enactment

[1] Effective as if included in the Omnibus Reconciliation Act of 1993.

[2] The provision applies to remuneration paid after 12/31/96 and also is effective with respect to remuneration paid after 12/31/84, and before 1/1/97, unless the payor treated such remuneration when paid as subject to wage withholding and employment taxes.

[3] The provision applies to remuneration paid after 12/31/94, and also is effective with respect to remuneration paid after 12/31/84, and before 1/1/95, unless the payor treated such remuneration (when paid) as being subject to FICA taxes.

[4] Loss of less than \$500,000.

[5] Loss of less than \$5 million.

[6] Loss of less than \$15 million.

[7] Loss of less than \$20 million.

[8] Loss of less than \$30 million.

[9] Gain of less than \$1 million.

[10] Revenue effect after 1/1/99 included in the revenue estimate for the safe harbor provision due to interactions between this provision and Item II, Pension C.1.

[11] Negligible revenue effect.

[12] This provision considers interaction effects of SIMPLE retirement plan provisions (Items I, Pension C.1, I, Pension D.5, and II, Pension C.1).

[13] Effective as if included in the General Agreement on Tariffs and Trade of 1994.

[14] Loss of less than \$10 million.

[15] Credit rate at 35% on first \$6,000 of income; eligible workers expanded to include welfare cash recipients, veteran foodstamp recipients, and (S) 18 - 24 year olds living in a household receiving food stamps for a period of at least 3 months on the date of hire (S) without pre-certification; (H) 500 hour work requirement, (S) 375 hour work requirement; (S) 21 day certification requirement.

[16] The repeal would not apply to loans made pursuant to a binding contract entered into before 6/10/96.

[17] The technical correction relating to expensing is included in the increase in expensing limitation provision (Item II, Small Business A.1).

[18] Estimates provided by the Congressional Budget Office.

[19] Estimate provided by the Congressional Budget Office. Negative numbers indicate that Federal outlays will increase.

[20] Effective for plans that did not receive assistance payments prior to the date of enactment.

[21] Negligible outlay cost.

[22] Gain of less than \$500,000.

[23] Effective for amounts received after 6/12/96 and property placed in service after 6/12/96 with the exception of certain property subject to a binding contract before 6/10/96.

[24] Loss of less than \$1 million.